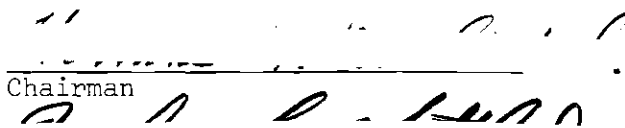


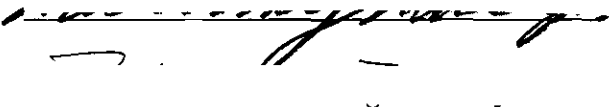
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APPLICATION TO INDIA OF METROPOLITAN
PLANNING PRACTICES IN THE UNITED STATES

Approved:


Chairman


Date approved by Chairman: 12/17/65

APPLICATION TO INDIA OF METROPOLITAN
PLANNING PRACTICES IN THE UNITED STATES

A THESIS

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The Faculty of the Graduate Division
by
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SUMMARY

Urbanization is becoming an established trend in India. Since the 1930's, the urban population in India has been increasing much more rapidly than the rural population. However, very little urban planning activity is shown in the country.

Planning for metropolitan areas as a whole is urgently needed in India to offset the lack of basic city planning and also to cope with problems introduced by the process of urbanization.

The purpose of this study is to use metropolitan planning practices of the United States as guidelines in meeting India's metropolitan planning needs.

The political, economic, social and other differences between India and the United States limit the applicability to India of metropolitan planning methods in the United States.

In India, the following principal variations from the practices in the United States are found:

- a. state or national governments play a direct part in establishing, operating and financing metropolitan planning agencies in India,
- b. the problems of Indian metropolitan cities are primarily those of low economic development as well as diverse, traditional and agrarian social institutions, and
- c. the planning policies of Indian metropolitan cities

are directly affected by the national five-year plans and city improvement trusts.

At present there are only two official metropolitan planning agencies in India: the Delhi Development Authority and the Calcutta Metropolitan Planning Organization. Neither of these is equipped with a technical staff of its own. Foreign agencies such as the Ford Foundation, the World Health Organization and the Institute of Public Administration of New York City have given technical and financial assistance to metropolitan planning agencies in India.

The study concludes that certain metropolitan planning practices in the United States can be applied to India with modifications as follows:

1. Each Indian State should authorize its development department to create the metropolitan planning region and form a metropolitan planning agency as a division of the development department.

2. In India, local governments in a metropolitan area should be encouraged to participate financially in metropolitan planning by (a) contributing to the overall metropolitan planning program and (b) by contracting for local planning assistance.

3. Metropolitan planning divisions in India should undertake metropolitan planning programs, such as (a) preparation of comprehensive plans, (b) provision of local planning assistance, (c) review of local and state plans, and (d) program for public information.

CHAPTER I

INTRODUCTION

India is going through a period of tremendous change. The main factors which have contributed to this are: (a) the newly established political system since India became independent in 1947; (b) the five-year plans for national development; (c) the extraordinary population explosion of recent times; (d) the industrial revolution which the country is now experiencing; and (e) the rapid urbanization. The last factor is of prime concern to this thesis.

Since the 1930's, the urban population in India has been increasing more rapidly than rural population. Urbanization is gradually becoming a conspicuous and established trend. India can be said to be going through a phase which the industrially advanced nations, such as the United States, went through some decades ago.

Since independence, India has taken long strides in national and state economic planning. In spite of that, Indian cities are not adequately guided by coordinated physical and socio-economic planning. The complexities of developing cities in India require that such planning be done not only within their municipal limits but also for the entire metropolitan region affected by their development.

Metropolitan Planning

Stated simply, metropolitan planning is planning for an urban region which forms a contiguous metropolitan area geographically, and

which also evidences complementary urban development within it.

The concept of metropolitan planning gives recognition to the fact that the urban influence and urban development problems do not end miraculously at the municipal limits of a city but extend into the region beyond. A metropolitan region may not necessarily conform with fixed political jurisdictions and may often include more than one local government.

Metropolitan planning is not just a cumulation of local plans in an urban region. It is comprehensive planning for regional development with a total perspective of the goals, objectives, and potentialities of the local governments as well as those of the metropolitan area as a whole.

Comprehensive metropolitan planning is needed for large urban complexes because of the fact that quite often what may be a good plan for a single municipality in an urban region may not necessarily be good for the metropolitan area as a whole. For example, the city of Calcutta has been plagued by the problem of immigration of refugees from East Pakistan. One of the local governments in the Calcutta Metropolitan Area could conceive a plan and draft zoning ordinances and building codes which would make it impossible for the refugees to settle in that particular jurisdiction. This may be good for the municipality. However, the consequent burden on other municipalities in the region, on the metropolitan area as a whole, and on the nation at large would be very great.

Need for Metropolitan Planning in India

The need for metropolitan planning in India is urgently felt in view of the following facts:

1. As realized by the industrially advanced nations, rapid urbanization brings with it political, social and economic problems which extend far beyond the rigid legal boundaries of the cities.

2. Because of the lack of basic city planning activities in India, the damage done to the Indian cities can be best overcome by planning programs and studies conceived and implemented on a metropolitan region-wide basis.

3. According to the 1961 Census of India, there are 248 cities of more than 50,000 population.¹ Though the need for planning on metropolitan region-wide basis is felt in many of these cities, only two official planning agencies in India render such services.

Purpose of Study

The purpose of this study is to use metropolitan planning practices of the United States as guidelines in meeting India's metropolitan planning needs.

There are certain factors which limit the application of metropolitan planning methods of the United States to India. Metropolitan planning in the United States is mainly the responsibility of the state or local governments. Metropolitan planning in India would be the responsibility of the state or national government, and not of the local governments. The two nations differ considerably in their political systems and economic status as well as in their cultural and social background.

Because of the above-mentioned differences, India must work out her own framework for metropolitan planning in the context of her own

political, economic, social and cultural conditions. However, an understanding of the concept and intent of metropolitan planning practices in the United States can be helpful in working out the above-mentioned framework.

Definitions

The terms metropolitan planning practices and metropolitan planning agencies are defined as follows.

Metropolitan planning practices as applied here refer to:

- a. the establishment, organization, financing and functions of metropolitan planning;
- b. the plans, programs and studies undertaken by metropolitan planning agencies; and
- c. the parts played by public agencies as well as private groups in aiding metropolitan planning.

Metropolitan planning agency as applied here refers to an official planning agency, authorized by state or national government, which plans for an urban region that is not confined to the municipal limits of a city.

Organization of Thesis

Chapter II will discuss the basic differences between India and the United States and the implication of these differences for metropolitan planning. Chapter III will describe the existing metropolitan planning practices in India. Chapter IV will identify aspects of metropolitan planning practices in the United States which are applicable to India and present recommendations for their application.

CHAPTER II

BASIC DIFFERENCES BETWEEN INDIA AND THE UNITED STATES AND THEIR IMPLICATIONS FOR METROPOLITAN PLANNING

In order to establish the applicability to India of metropolitan planning practices in the United States, this chapter will point out the important differences between the two countries and the implications of these differences for metropolitan planning. The political systems, economic status, social and cultural institutions, and development practices of the two countries will be considered.

Political Systems

The system of government in India varies from that of the United States. Though both countries are unions of states, their respective federal systems as well as the functions, powers and jurisdiction of their various levels of government differ to a considerable degree. These differences are identified here by contrasting the national, state, and local governments of both countries.

National Government

At the national level the government of India distinguishes itself from that of the United States because of its: (a) parliamentary system and (b) centralization of government.

Parliamentary System. The national government in India functions under a parliamentary system based on universal adult franchise.

The "Parliament" consists of a President, a Vice-President and

two Houses known as the Council of States and the House of People.

The President and the Vice-President are elected by an electoral college² consisting of the elected members of the Houses of Parliament and the Legislative Assemblies of the States, by a system of proportional representation.³ The President of India is not a Chief Executive as is the President of the United States, but is simply the constitutional head of the national government. His status is similar to that of the British Crown. The Vice-President is the ex-officio Chairman of the Council of States. The Vice-President assumes the role of the President in case of the illness, absence or death of the President.

The Council of States consists of 250 members, of which 12 are nominated by the President. The nominated members are men of distinction in arts, literature, science, social work and the like. The remaining 238 members are elected. A number of representatives of each state allotted on the basis of its population are elected by the members of the Legislative Assembly of that state (from among persons who are not members of the Assembly).⁴

The House of People consists of 520 members.⁵ Each member is elected from a constituency (which corresponds to a congressional district in the United States). Each state is allotted constituencies in proportion to its population. The actual demarcation of these constituencies is the responsibility of the states.

The function of the two Houses of Parliament is to legislate, but the greater part of this responsibility is borne by the House of People because of its larger number of members. In case of disagreement between the two Houses, a joint session of the two Houses is summoned. The

numerical majority of the House of People gives it greater voting power than the Council of States in a joint session to resolve a disagreement.

In addition to the legislative function exercised through the two Houses, the Parliament is also vested with the executive powers of the nation. It discharges its executive functions through a body known as the "Union Executive" which consists of the President, the Vice-President and a Council of Ministers with a Prime Minister at its head.

The Prime Minister is the leader of the majority party in the House of People. He is appointed as the Prime Minister by the President. The Ministers in the Council of Ministers are members of the House of People and they are appointed as heads of various Ministries by the President upon the advice of the Prime Minister. The Council of Ministers is collectively responsible for the administration of the national government.

In contrast to the above practice, the executive and legislative powers of the national government in the United States are divided and they rest with the President and the Congress, respectively. This difference has the following implications for planning. In the United States, planning as a staff function in the government is generally identified with the office of the Chief Executive. Planning as staff function of the Indian Government is identified with the Union Executive where the channels are less direct and precise.

Centralization of Government. In India, there is only one Constitution for the nation which specifies the powers, functions and jurisdiction of the national, state and local governments. The Parliament alone has the power to amend the Constitution by a special proce-

dure.⁶ In the United States, there is a national Constitution and 50 state Constitutions. Amendment of the national Constitution is far more complicated in the United States than it is in India.

The above facts signify that: (a) the political influence of national government over state government is much greater in India than it is in the United States, and (b) the powers and functions of state governments in India are uniform throughout the country, whereas they vary in the United States--each state following a different state Constitution.

India is divided into 15 states which are self governed and 11 National Territories which are governed directly by the national government.⁷

State Government

Two notable features of state government in India which are different from those of the United States (in addition to the above-mentioned uniformity) are: (a) the parliamentary system of government, and (b) the state administrative system.

Parliamentary System. The state government in India follows the pattern of the national government. Indian states are headed by Governors who are appointed by the President of India. The Governors are ceremonial heads of state governments.⁸

Of the 15 states in India, ten have two Houses of Legislature and five have one House of Legislature.⁹ Where there are two Houses, one is known as the Legislative Assembly and the other as the Legislative Council. The five states having only the Legislative Assembly cannot form a legislative Council because of the following constitutional requirements:

(a) the legislative council of a state shall consist of not less than 40 members, and (b) the number of members in the council shall not exceed one-third of the total number of members in the legislative assembly of the state. Therefore, the states having less than 120 members in the legislative assembly are not in a position to establish legislative councils in addition to legislative assemblies.¹⁰

The legislative assembly of a state shall consist of not more than 500 and not less than 60 members chosen by direct election from the constituencies in the state. As mentioned earlier, these constituencies are allotted to the states on the basis of their population and they are demarcated by the states. The state allots to each constituency a certain number of seats to the Legislative Assembly so that the ratio between the population of each constituency and the number of seats allotted to it is, as far as practicable, the same throughout the state.¹¹

The members of the Legislative Councils are elected by an indirect system. One-third of the members are elected by the members of the Legislative Assembly of the state (from among persons who are not members of the Assembly), one-third by electorates consisting of the members of municipal councils, one-twelfth by registered teachers in educational institutions not lower than secondary schools, and another one-twelfth by registered graduates of more than three years standing in the state. The remaining members are distinguished citizens in the state appointed by the Governor.¹²

The state Legislature, whether consisting of one or two Houses, has certain exclusive powers over such subjects as regional planning, education, police protection, and certain financial matters including

the authorization of all expenditures, taxation and borrowing by the State Government. Where there is only one House, all legislation must pass through that House. Where there are two Houses, the legislation must be passed by both the Houses.¹³

The executive functions of the state are performed by a State Executive consisting of the Governor and a Council of Ministers with a Chief Minister at its Head. The Ministers in the Council of Ministers are members of the legislative assembly. They are appointed as heads of various state Ministries by the Governor upon the advice of the Chief Minister. The Chief Minister is also a member of the legislative assembly and he is appointed by the Governor. The Chief Minister is the leader of the majority party in the legislative assembly. The Council of Ministers is collectively responsible for the administration of the state.

The parliamentary form of government at the state level has implications for planning similar to those of the parliamentary government at the national level. For example, planning as a staff function in a State Government of the United States would generally be identified with the office of the State's Chief Executive; namely, the Governor. In India, planning as a staff arm to a state government would be responsible to a group of people (the State Executive) and not to one person.

State Administrative System. Indian states have a centralized administrative system. The states perform their administrative functions through various Ministries each of which has a Minister as its head. Each Minister appoints a Secretary who is usually the permanent administrative head of a Ministry. A Ministry is divided into administrative

units called Departments. A Ministry may consist of one or more Departments. The Secretary may either administer all the Departments under his jurisdiction himself, or he may appoint one or more Deputy Secretaries to head specific Departments.

For purposes of administration each state is divided into political subdivisions known as Districts. Each District is headed by a Collector-District Magistrate,¹⁴ who is appointed by the Governor and who is under the administrative jurisdiction of the Secretary of the State Home Ministry.

Indian Districts may be compared to the Counties in the United States in that: (a) both are political subdivisions of a state; (b) both are essentially rural in character; and (c) both carry out certain functions on behalf of state government.¹⁵

Indian Districts differ from American counties in the following aspects. American counties generally have some type of elected government, whereas Indian districts are always headed by an official who is appointed by the state government concerned. American counties are also more significant political units than the Indian Districts. In India, planning at District level is entirely the responsibility of state government. Also, planning agencies in India serving regions involving several Districts are not confronted with such political complexities as are their counterparts in the United States.

The Districts throughout India perform identical functions which are assigned to them by the national Constitution. The Counties in the United States vary greatly among themselves in their type of government, powers and functions. Table 1 indicates how, within the five-county

Table 1. Type of County Government in Atlanta Metropolitan
Planning District

County	County Commissioners	Method of Election	Method of Election of Chairman
DeKalb	4	Elected at large but representing four different districts.	Elected by County at large for a term of four years.
Fulton	3	Elected at large.	Commissioners rotate their terms as chair- man for a term of one year each.
Clayton	3	Elected at large.	Elected by the Commis- sioners for a term of four years.
Cobb	4	Elected by districts.	Elected as chairman at large for a term of four years.
Gwinnett	3	Elected at large.	Elected as chairman at large for a term of four years.

area of Atlanta Metropolitan District, there is a great disparity in the type of County Government.

Because of the uniform structure of Districts in India, the organization for planning in Districts may follow a more or less uniform pattern throughout the country. In the United States, such uniformity is not possible.

Government of the National Territories

The National Territories include areas which are administered by the National Government. Broadly, three kinds of areas are included in the National Territories: (1) the area around the national Capital (New Delhi); (2) the areas which have not attained enough political stability to function under a self-government, such as Nagaland and Manipur which are populated predominantly by tribal groups; and (3) recent possessions, such as Goa and Pondicherry whose method of reorganization into states is still under consideration.

Each National Territory is administered by a Chief Commissioner who is appointed by the President of India, and who is under the administrative control of the Secretary to the National Home Ministry.

Metropolitan planning in the National Territories is the responsibility of the National Government. This practice, therefore, has no parallel in the United States.

Municipal Government

In India, local governments in urban areas can be divided into two groups: Municipal Corporations in big cities and Municipal Committees in small and medium-sized towns.

Municipal Corporations in Big Cities. The Municipal Corporations,

established under specific acts of the State Legislature, are governed by: (a) a Mayor, (b) a Commissioner or Executive Officer, (c) a General Council, and (d) Standing Committees of the Council.

The Mayor, who is elected at large, is the ceremonial head of the Corporation. He presides over the General Council meetings. The Commissioner, who is appointed by the state government, is the administrative head. The General Council consists of a Mayor and members elected by wards in the city. The General Council is collectively responsible for municipal legislation and policy matters. The Commissioner is responsible for the administration of taxation and finance, protection of the safety, health and other convenience of the citizens and maintenance of streets, bridges, parks, etc. The General Council appoints all the other officers of the Corporation besides the Commissioner. The Standing Committees, elected by the Council carry out the main business of the Council and follow up the Council's policies between the council meetings.¹⁶

Municipal Committees of Smaller Cities. The Municipal Committees of smaller cities are headed by Presidents elected at large. The members of Municipal Committees are elected by wards in the city. Collectively these members constitute a General Body. The General Body has the power of passing a local budget, imposing taxation, voting expenditures and making rules and regulations. An Executive Officer is the administrative head of a Municipal Committee. He is drawn either from the state cadre of municipal executive officers or from the state civil service.¹⁷

Two features of municipal government in India are different from those of American local government. They are: (1) the uniformity of

governmental structure; and (2) the absence of local autonomy.

Uniformity of Governmental Structure. Local governmental structure in India is uniform throughout the country, whereas the types of municipal government in the United States show considerable variety.

As in the case of Districts, the municipal government organization for local planning follows a more consistent pattern throughout India than is possible in the United States.

Absence of Local Autonomy. Municipal Corporations and Committees in India perform only a limited number of functions which are authorized by the national Constitution and which are not retained by the state governments. Municipalities in the United States enjoy a higher degree of local autonomy.

Because of the absence of local autonomy in India, local and metropolitan planning are generally the responsibility of the state government or, in case of the National Territories, the responsibility of the national government. For example, of the two existing metropolitan planning agencies in India, the Calcutta Metropolitan Planning Organization is under the West Bengal State Government and the Delhi Development Authority is under the National government.*

By contrast, local governments in the United States have vigorous roles to play in metropolitan planning activities. In many cases, local governments are authorized by state legislation to create metropolitan planning agencies through local resolutions. Within the framework of such legislation, local governments are generally assigned certain

* These are discussed in greater detail in Chapter III.

functions, such as establishing a metropolitan planning program and organizing metropolitan planning commissions.

Economic Differences

The economic differences between India and the United States are indicated by the degree of their economic sufficiency. The United States is one of the most affluent nations in the world. India has a long way to go in attaining economic self-sufficiency.

The economic influence of the United States manifests itself in its urban populations through individual home ownership, individual means of transport, highways and other facilities, high industrialization, and healthful and comfortable living conditions.

The low economic status of India is evidenced by comparatively low industrialization, lack of sufficient safe and sanitary living conditions, insufficient job opportunities and inadequate transport and communications.

Because of their economic differences, the metropolitan planning problems of the two countries vary in their nature. For example, individual home ownership and individual means of transport in the United States have often resulted in conspicuous outward movement of people to the fringes of metropolitan areas. Suburban movement does not take place to such a great extent in India. The problems related to such development are therefore correspondingly less in India. The extensive highway and other transport and communication networks in the United States have resulted in opening large areas for urban development. Metropolitan cities in India lack such facilities and development. The comparatively

better and more healthful living conditions in the United States have helped increase the economic potentialities of the urban areas by increasing the number of physically fit in the labor force.

Metropolitan planning in India, as of now, is concerned with satisfying the basic necessities, such as jobs, shelter and food for the urban population.

Social and Cultural Institutions

The social and cultural institutions in India differ from those of the United States mainly because of India's tradition, diversity and comparatively low industrialization.

Indian civilization is one of the oldest in the world. Indian society has roots which go deep in the past. American society is relatively free from the effects of deep rooted traditions.

Indian society is diversified by religious, racial, lingual, caste and economic differences. By and large, Indian cities are culturally more diverse than their counterparts in the United States.

Indian society is still very much agrarian in character. Industrialization and urbanization are not as well established in India as they are in the United States. While the United States has entered the phase of "machine civilization," India is basically an agricultural civilization. The cultural and social institutions of the United States have adapted to the process of modern industrialization and urbanization to a much greater extent than they have in India.

The tradition, diversity and low industrial development of Indian society have obvious implications for metropolitan planning. The lesser

industrial development of India implies that much of the industrialization and urbanization is yet to come. The advent of these processes would bring with them additional demands for social and cultural adjustments, which would be more complex in the traditional and diverse India than they were in the United States. Metropolitan planning in India would be required to play an important role in fulfilling the above demands.

Development Practices

Urban development in India is influenced by two important features of the country's development practices: (1) the national five year plans and (2) the city improvement trusts.

National Five-Year Plans

The Government of India established a Planning Commission in 1950 to prepare plans for the "most effective and balanced utilization of the country's resources."¹⁸ These plans are formulated for periods of five years. Through the years 1951-1966, three five-year plans have been adopted and carried out by the Indian Government.

The national development policy in the United States is evolved by a combination of varied national legislation and not by a single document, such as a five-year plan. India's five-year plans have a very important implication to metropolitan planning. The pattern of national development within these five-year periods is fairly well established and certain. During this period, the development of metropolitan areas would not be affected by any new major national policy changes.

City Improvement Trusts

City improvement trusts are important features in the development of Indian cities. These are quasi-autonomous bodies created by states, with the consultation of municipalities, for the purpose of land development, housing and slum clearance. Because of the lack of sufficient local planning agencies, city improvement trusts have been authorized in certain states to draft and carry out planning programs within their jurisdictions.

Until local planning is well established in India, city improvement trusts can be expected to continue their role as local planning agencies, which implies that metropolitan planning programs and studies in India would have to be implemented at the local level with the help of city improvement trusts.

Conclusion

The political, economic, social and other differences between India and the United States limit the applicability to India of metropolitan planning methods in the United States.

In India, the following principal variations from the practices in the United States are found:

- a. state or national governments play a direct part in establishing, operating and financing metropolitan planning agencies in India;
- b. the problems of Indian metropolitan cities are primarily those of low economic development as well as diverse, traditional and agrarian social institutions; and
- c. the planning policies of Indian metropolitan cities are

directly affected by the national five-year plans and city improvement trusts.

CHAPTER III

METROPOLITAN PLANNING PRACTICES IN INDIA

At present, there are two official metropolitan planning agencies in India: (1) the Delhi Development Authority and (2) the Calcutta Metropolitan Planning Organization. The Delhi Development Authority was created by the national government in 1957 and the Calcutta Metropolitan Planning Organization was established by the West Bengal State Government in 1961.

The Delhi Development Authority

The Delhi Development Authority was established by the Delhi Development Act passed by the Indian Parliament in 1957, "to promote and secure the development of Delhi." The Act gives legal responsibility for the Authority to prepare, amend and implement master plans for Delhi.¹⁹

At present, the Delhi Development Authority does not have a technical staff of its own. It receives planning advice from the Town Planning Organization of Delhi which is the national urban planning agency. The Town Planning Organization of Delhi was established by an Act of the Parliament passed in 1955.²⁰

Organization

The Delhi Development Authority is an eleven-member body consisting of the following: (a) the Chief Commissioner (see page 13) of the National Territory of Delhi who acts as its ex-officio Chairman; (b)

three members of the Parliament elected from the constituencies of Delhi, three representatives from the Municipal Corporation of Delhi, one representative from the New Delhi Municipal Committee--all of whom act ex-officio--and (c) one representative from the national Ministry of Health and two professional members appointed by the Ministry.²¹

The Town Planning Organization is under the national Ministry of Health. The Organization is headed by a Chairman who is appointed by and serves under the Secretary to the national Ministry of Health. The Chairman performs the executive functions of the Organization, appoints its technical and other staff and performs additional functions required to administer the Organization.

Jurisdiction

The Delhi Development Authority is authorized to plan for a metropolitan planning area of 800 square miles which was established on the basis of preliminary studies conducted by the Town Planning Organization. The planning area includes about 570 square miles of the National Territory of Delhi and contiguous areas in the states of Uttar Pradesh and Punjab. The planning area includes the following municipal governments: the New Delhi Municipal Committee, the Municipal Corporation of Delhi (the older city) and the Municipal Corporations of Loni, Ghaziabad, Faribad, Ballagarh and Gurgaon.²²

Planning Studies

A master plan for the development of the Delhi metropolitan area was prepared by the Town Planning Organization of Delhi and adopted by the Indian Parliament in 1957.²³ The master plan establishes future land use for Delhi metropolitan area until 1981. As a preliminary to the

master plan, the Town Planning Organization conducted surveys of existing land use, traffic, natural resources and various technical matters in a region of about 15 to 20 miles around the city.

The following procedure was followed before the adoption of the master plan. The master plan was released to the public in the form of outlines in three languages: English, Hindi and Urdu. A period of three months was allowed for filing any objections or suggestions from the public. Adequate publicity was given to the plan by means of newspapers and journals. Objections and suggestions were heard in a public hearing. The necessary modifications to the master plan were made by the Delhi Development Authority with the help of the Town Planning Organization. The modified master plan was recommended to the Parliament for adoption.

Personnel

The technical personnel of the Town Planning Organization of Delhi, as it was established, consisted of one Architect Town Planner, eight Town Planning Officers, Junior Town Planning Officers and Technical Assistants.²⁴

Technical Assistance

At the request of the Government of India, a Ford Foundation team of eight experts rendered technical assistance to the Town Planning Organization for a period of two years (1955-1957). The team was led by Mr. Albert Mayer from the United States and consisted of experts in the fields of planning, architecture, engineering, etc.²⁵

Calcutta Metropolitan Planning Organization

The formation of the Calcutta Metropolitan Planning Organization

was the result of studies undertaken by international agencies, such as the World Health Organization and the International Bank of Reconstruction and Development (the World Bank). The World Health Organization surveyed Calcutta's water and sanitation situation in 1959.²⁶ The conclusion of the survey was that the continued prevalence of cholera and other epidemic diseases in the city was mainly a result of the low standard of basic health facilities. The study recommended that adequate sewerage, drainage and safe water facilities be provided for the entire metropolitan area of Calcutta.

The World Bank mission studied India's national economic planning in 1960 and presented specific findings on the economic problems of Calcutta. The study observed that the deterioration of Calcutta port, the transportation difficulties and health hazards in the city are hampering its development. Both the above study groups pointed out that planning for rehabilitation of Calcutta should be approached on a metropolitan region-wide basis. The establishment of a metropolitan planning agency was emphasized.

Following the recommendations of the World Health Organization and the World Bank, a State Resolution was passed in West Bengal, establishing the Calcutta Metropolitan Planning Organization.²⁷ The West Bengal State Government also created by Notification of 23 October 1962 a Council of Coordination for Development of the Calcutta Metropolitan Area.²⁸ The Council was formed for the purpose of ensuring the coordination of the activities of various development agencies in the metropolitan area in a properly integrated development program.

Organization

The Calcutta Metropolitan Planning Organization is a unit within the West Bengal Development Department directly under the Chief Minister. The Secretary to the West Bengal Development Department serves ex-officio as the executive head of the Calcutta Metropolitan Planning Organization.

The technical organization of the Calcutta Metropolitan Planning Organization consists of five major sections:

1. land planning,
2. housing, community design and urban renewal,
3. municipal engineering and sanitation,
4. traffic and transportation, and
5. research.

The Council of Coordination for Development of Calcutta Metropolitan Area consists of 38 members, with the Chief Minister of West Bengal as its ex-officio Chairman. Other members of the Council are eight ministers of the West Bengal State Government; the Mayors of Calcutta and Chandernagore Corporations, Chairmen of 20 important municipal committees within the metropolitan area, and seven civic and professional members.²⁹

The purpose of the Council is: (1) to review the work of the Calcutta Metropolitan Planning Organization, Calcutta Improvement Trust, Howrah Improvement Trust and other bodies working for the development of the Calcutta metropolitan area; and (2) to secure implementation of the plans prepared by the Calcutta Metropolitan Planning Organization.³⁰

Jurisdiction

The area of jurisdiction of the Calcutta Metropolitan Planning

Organization was delineated on the basis of a field survey conducted by the Organization (using the area recommended by the World Health Organization for metropolitan water supply as a guideline). The area recommended by the World Health Organization was 270 square miles, whereas the area delineated by the Calcutta Metropolitan Planning Organization included 400 square miles.³¹ The additional area was included by the organization because of the rapid urbanization now underway in the region. The planning area includes two Municipal Corporations and 33 Municipal Committees.³²

Planning Studies

The planning studies and programs undertaken in Calcutta can be divided into two categories: emergency plans and long-range plans.

Emergency plans for the following have been completed or are in the process of completion:

- a. an emergency water supply scheme;
- b. the improvement of the conservancy system in Calcutta;
- c. an additional crossing of the River Hoogly;
- d. slum improvement;
- e. prototype (model) housing;
- f. relief of traffic congestion; and
- g. improvement in the design of the subsidiary port of Haldia.³³

Long-range research has been undertaken on population, economic, physical and social features; housing, financial, legal, traffic and transportation problems; and water, sewer, drainage and other municipal services. The findings of the above will be incorporated in a compre-

hensive development program for the Calcutta metropolitan area.

Technical and Financial Assistance

At present, the Calcutta Metropolitan Planning Organization does not have sufficient technical and financial means for its planning activity. To offset this situation, the West Bengal State Government has arranged for technical and financial assistance from two major sources: foreign agencies and the national government.

The Government of West Bengal requested the World Health Organization and the Ford Foundation to provide technical and financial aid to the Calcutta Metropolitan Planning Organization. The World Health Organization was petitioned for technical aid to study in detail the needs of the area for improving its water supply, sewerage systems and other health aspects. The Ford Foundation's help was solicited for the preparation of a development plan for Calcutta.

The World Health Organization's assistance was made possible by an agreement among the World Health Organization, the United Nations Special Fund and the Indian National Government. The total financial assistance required for this portion of the program was estimated as \$480,000. The United Nations Special Fund has provided \$324,100 of the above, while the Indian National Government contributed \$155,900.³⁹ The agreement made the World Health Organization the executing agency for the preparation of a long-range comprehensive plan for water supply, sewerage and drainage for the 400 square mile area of metropolitan Calcutta. The World Health Organization has been preparing the plan using a team of consulting engineers from the United States. The World Health Organization also appointed one of their experts as the Resident Engineer.

The World Health Organization's project, which began in 1962, is expected to span nearly four years.³⁵ In this project, the World Health Organization's consultants are working closely with the municipal engineering section of the Calcutta Metropolitan Planning Organization and the Ford Foundation advisors.

The Ford Foundation provided an initial grant of \$1,475,000 to the Government of West Bengal to assist the Calcutta Metropolitan Planning Organization in its initial planning activity.³⁶ With this financial aid, a team of technical advisors recruited from the United States, the United Kingdom and other countries were brought to Calcutta to work with the Calcutta Metropolitan Planning Organization on the preliminary planning work. During the first two years, 1962-1963, the Ford Foundation engaged 15 experts including a physical planner, 4 transportation specialists, 5 economists, a sociologist, a housing specialist, a geographer, a lawyer and a fiscal planner. In late 1963, an additional Ford Foundation grant of \$1,087,000 was announced to aid the project over the following two years. The present Ford Foundation Team consists of 20 experts, with an addition of a few regional planners. The Ford Foundation consultants are drawn either from Universities and institutions or from public and private agencies.³⁷

Besides the above, the Ford Foundation has provided separate funds for studies of governmental organization and financing in the Calcutta metropolitan area. These studies are being undertaken by the Institute of Public Administration of New York City with a study group under the direction of Dr. Leslie Green, expert on metropolitan area problems in England and South Africa.³⁸

Conclusion

Metropolitan planning is a new phenomenon in India. So far, only two official metropolitan planning agencies have been formed: the Delhi Development Authority and the Calcutta Metropolitan Planning Organization. Neither of these agencies is equipped with a technical staff of its own. The Delhi Development Authority is given technical assistance by the Town Planning Organization of Delhi. The Calcutta Metropolitan Planning Organization is receiving technical assistance from the World Health Organization, the Ford Foundation and the Institute of Public Administration.

CHAPTER IV
APPLICATION TO INDIA OF
METROPOLITAN PLANNING PRACTICES IN THE UNITED STATES

In India, the main responsibility for metropolitan planning generally rests with the states. The states delineate the metropolitan planning regions, form the planning agencies and finance metropolitan planning programs.

In the United States, states generally limit their participation to the adoption of enabling acts for metropolitan planning. However, four states--California, Connecticut, Maryland and Tennessee--do play an important part in forming the metropolitan planning regions and their planning agencies.

Formation of Metropolitan Planning Regions
and the Planning Agencies

In California and Connecticut, metropolitan planning regions are delineated by the California State Planning Advisory Committee and the Connecticut State Development Commission, respectively. In both states, the metropolitan planning commission is formed by the local governments in the region. The local governments also appoint the commission members.³⁹

In Maryland, the State Planning Commission delineates the metropolitan planning region and creates the metropolitan planning commission when petitioned by the local governments in the region. The metropolitan

planning commission consists entirely of ex-officio members from the state and local governments.⁴⁰

In Tennessee, the State Planning Commission delineates the planning region, creates the regional planning commission and appoints the commission members.⁴¹ The provisions of the Tennessee legislation allow the State Planning Commission to perform the above functions on its own initiative. However, in practice, the State Planning Commission establishes regional planning commissions only upon a request from the local governments in the planning region. The State Planning Commission often encourages local governments to request the establishment of regional planning commissions. By following the above method, the State Planning Commission educates the local governments as to the need for regional planning.

The legislative provisions and the practice followed by the State of Tennessee are applicable to India. However, the following modifications are needed. The planning functions of an Indian state are generally performed by its development department. Therefore, this department rather than a state planning commission should be given the responsibility of establishing metropolitan planning agencies in India. Also in India, a metropolitan planning agency should be formed as a division of the development department. This is more in keeping with the Indian state administrative system than creating a local metropolitan planning commission.

Indian states should adopt legislation similar to Tennessee's, incorporating the above modifications. Each state in India should authorize its development department to delineate the metropolitan plan-

ning region and to form the metropolitan planning agency as a division of the development department. In addition, the development department should educate the local governments in a metropolitan area as to the needs for metropolitan planning. The department should encourage the local governments to request the delineation of a metropolitan planning region and the creation of a division for metropolitan planning. However, where the above procedure incurs inordinate delay, the department may wish to establish the division on its own initiative.

Financing Metropolitan Planning Programs

The funds available to a state for financing metropolitan planning programs in India include: the state's appropriations and the national financial aids for urban planning disbursed to the state under national five-year plans. The practice of state and national financial participation in metropolitan planning is established in India.

In the United States, local governments generally participate financially in metropolitan planning. Most of the metropolitan planning commissions receive contributions from at least the major cities and the surrounding counties within their planning regions.

Local governments in India should participate financially in metropolitan planning. However, the main purpose of such participation would not be so much to raise funds for the support of metropolitan planning as to encourage local governments to take interest in metropolitan planning activities.

There are two methods for local governments in India to participate financially in metropolitan planning programs: (1) by contributing

to the overall program; and (2) by contracting for local planning assistance.

Contribution for Overall Program

Local governments in India should be encouraged to contribute to the financing of metropolitan planning activities. Such practice will lead a Municipal Corporation or Committee to take interest in finding out how its contribution is being utilized for metropolitan planning. This interest could eventually induce the local government to implement metropolitan planning recommendations.

Local contributions can be based on a uniform standard. Certain metropolitan planning agencies in the United States do this. For example, the Atlanta Region Metropolitan Planning Commission collects local contributions on the basis of \$0.12 per capita based on annual population estimates prepared by it for all the local governments in its jurisdiction.⁴² This has proved to be an equitable system of determining each local government's financial obligation to the commission.

The practice adopted by the Atlanta Region Metropolitan Planning Commission is applicable to India. It would have the following advantages: local payments fixed on the basis of such a formula would not require annual local negotiations; and per capita rates are equitable and are easily administered.

Indian states should authorize their metropolitan planning divisions to receive contributions from local governments within their respective planning regions. In so doing, each state should establish a per capita rate which would be practical under local conditions. The local governments could appropriate such contributions from their local

tax revenues.

Contracts for Local Planning Assistance

Certain metropolitan planning agencies in the United States receive payments from local governments for technical assistance rendered. Generally, such payments are provided for in a contract between the metropolitan planning agency and the local government concerned. For example, the Atlanta Regional Metropolitan Planning Commission contracts to provide local planning assistance to the cities of East Point and College Park. The amount of the contract payment is based on the services furnished.

Metropolitan planning divisions in India should adopt the above practice and require payments for their local planning assistance to Municipal Corporations and Committees. Such payments should be based on the services offered, and included in contracts between the planning division and the municipal government concerned.

Metropolitan Planning Programs

The main responsibility of metropolitan planning agencies in India would be to prepare comprehensive plans for the development of a metropolitan area as a whole. Almost all metropolitan planning commissions in the United States do this for their metropolitan areas.

Comprehensive Plans

Comprehensive plans for metropolitan areas in the United States serve two main functions: (1) establishment of a statement of policy, goals and objectives for the metropolitan region; and (2) preparation of studies and plans for metropolitan development. Included in the

latter are general plans and studies, such as population and economy, land use, transportation, and community facilities for the metropolitan region.

The above features are common to metropolitan planning. Metropolitan planning agencies in India should prepare comprehensive plans for their respective planning regions and such plans should include the above-mentioned features.

In addition to preparing comprehensive plans, American metropolitan planning agencies also perform other duties such as: (a) providing local planning assistance; (b) reviewing local and state plans; and (c) undertaking public information programs.

Local Planning Assistance

Many metropolitan planning commissions in the United States provide planning assistance to local governments in their jurisdictions, usually under contract. Such assistance includes the whole gamut of local planning activities. For example, the technical assistance provided by the Atlanta Region Metropolitan Planning Commission to the cities of East Point and College Park includes recommendations on the requests for zoning changes as well as on comprehensive development plans for the locality.

In addition, metropolitan planning commissions in the United States give advice to local governments. For example, the Atlanta Region Metropolitan Planning Commission acts as an advisor to bond commissions of various local governments in the metropolitan planning area, and presents recommendations on local capital improvement programs.⁴³

Metropolitan planning divisions in India should provide local

planning assistance especially to those municipal governments in their jurisdiction which do not have adequate technical planning staff. Such assistance would help (a) improve local planning, and (b) offset the difficulty of getting adequate technical personnel for local government in India. By giving such services, the planning division could enlarge the scope of its activities and increase its knowledge about the problems of the planning region. By providing these services, the planning division would be able to influence local governments in carrying out regional policy recommendations.

Review of Plans

Some metropolitan planning commissions in the United States review plans prepared by local and state governments. The purpose of such review is to make sure that the planning activities of a local or a state government, which affect a metropolitan planning area, conform with the regional planning policy of the area.

Local plans reviewed generally include local development plans, building codes, zoning and subdivision ordinances and capital improvement programs. In certain metropolitan areas in the United States, local governments, to be eligible for national financial aids, are required to have their plans reviewed by the metropolitan planning commission. For example, the Atlanta Region Metropolitan Planning Commission must approve all local open space plans within its jurisdiction in order for them to qualify for financial aid.⁴⁴ However, this practice is not applicable to India where the national financial aids are not provided directly to local governments.

Certain metropolitan planning commissions in the United States

review the plans prepared by state agencies. For example, the Northeastern Illinois Metropolitan Area Planning Commission reviews all state plans affecting the Chicago area.⁴⁵

The above practices should be followed in India. When an Indian local government in a metropolitan area has its own planning staff, the local plans prepared by the staff should nevertheless be reviewed by the metropolitan planning division concerned. Where state plans affect a metropolitan planning region, the state development department should require that the plans be reviewed by the metropolitan planning division.

Public Information Programs

Public information programs have been important aspects of metropolitan planning in the United States. These programs commonly include: publications, meetings and public hearings.

Almost all metropolitan planning agencies in the United States undertake general information activities, such as publishing and distributing reports and pamphlets about their functions. For example, the Atlanta Region Metropolitan Planning Commission brings out annual reports covering its activities. Many metropolitan planning commissions issue press releases and periodical news letters for the purpose.

The Atlanta Region Metropolitan Planning Commission also arranges monthly meetings for planners, other professionals and citizens. These meetings create certain publicity and help the people in the metropolitan area realize the extent of metropolitan planning activities being undertaken.

Many metropolitan planning agencies hold public hearings on their plans. Public hearings often create widespread interest in the programs

being discussed. They give opportunities for citizens to show their reaction to proposals.

Metropolitan planning divisions in India should adopt adequate public information programs using publications, meetings and public hearings, to communicate with citizens and to educate them as to the need for metropolitan planning.

Conclusion

Certain metropolitan planning practices in the United States can be applied to India with modifications as follows:

1. Each Indian State should authorize its development department to create the metropolitan planning region and form a metropolitan planning agency as a division of the development department.

2. In India, local governments in a metropolitan area should be encouraged to participate financially in metropolitan planning by (a) contributing to the overall metropolitan planning program and (b) by contracting for local planning assistance.

3. Metropolitan planning divisions in India should undertake metropolitan planning programs, such as (a) preparation of comprehensive plans, (b) provision of local planning assistance, (c) review of local and state plans, and (d) program for public information.

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4. *Ibid.*, p. 34.
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7. The 15 states include Andhra Pradesh, Assam, Bihar, Maharashtra, Gujarat, Jammu and Kashmir, Kerala, Madhya Pradesh, Madras, Mysore, Orissa, Punjab, Rajasthan, Uttar Pradesh, and West Bengal. The 11 National Territories are Andaman and Nicobar Islands, Delhi, Himachal Pradesh, Laccadive, Amindivi and Minicoy Islands, Manipur, Tripura, Dadra and Nagar Haveli, Pondicherry, Goa, Daman, Diu and Nagaland.
8. However, the Governors are vested with certain emergency powers in case of constitutional breakdown in the state. In such eventuality, the Governor reports to the President of India and takes action recommended by him.
9. The following states have two Houses of Legislature: Maharashtra, Mysore, Bihar, Madras, Punjab, Uttar Pradesh, Andhra Pradesh, West Bengal and Madhya Pradesh.
10. Government of India, *op. cit.*, p. 50.
11. Sarkar, *op. cit.*, p. 129.
12. Government of India, *op. cit.*, p. 50.
13. One exception is the money bill, on which legislative councils can only make recommendations and such recommendations are not binding on the decision of the Legislative Assembly.

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